

Your Public Lands

BLM LIBRARY



- *Illegal Marijuana Cultivation*
- *The Latest in Fire Detection*
- *Law Enforcement on the Public Lands
and more...*

Winter 1983



U.S. DEPARTMENT OF THE
INTERIOR
BUREAU OF LAND MANAGEMENT

As the Nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering the wisest use of our land and water resources, protecting our fish and wildlife, preserving the environmental and cultural values of our national parks and historical places, and providing for the enjoyment of life through outdoor recreation. The Department assesses our energy and mineral resources and works to assure that their development is in the best interests of all our people. The Department also has a major responsibility for American Indian reservation communities and for people who live in Island Territories under U.S. administration.

YOUR PUBLIC LANDS, the official publication of the Bureau of Land Management, U.S. Department of the Interior, is issued Spring, Summer, Autumn and Winter.

Editor: **Connie Babb**

Publication Designer: **Gayle Daskalakis**

For sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.

The printing of this publication was approved by the Office of Management and Budget, Jan. 20, 1978.

You are welcome to reprint any or all of the printed matter in *Your Public Lands* except for copyrighted material.

Prints of photographs appearing herein may be obtained for publication by writing to the Editor, *Your Public Lands*, Office of Public Affairs, Bureau of Land Management, U.S. Department of the Interior, 18th and C Streets, N.W., Washington, D.C. 20240.

Please give appropriate credit.

Your Public Lands

Winter 1983
Volume 33
Number 1

Contents

- 3 **Wilderness and Minerals**
Identifying the need for both uses on the public lands
- 5 **UPDATE: The California Desert Plan- It Works!**
Two years into the 20-year plan
Gerald E. Hillier
- 8 **Fire Detection Comes of Age**
Arnold Hartigan
- 11 **Marijuana - Big Business on the Public Lands**
Lawmen crackdown on marijuana growers
Tom Evans
- 14 **Protecting the Public Land Resources**
BLM's Law Enforcement Program
George Belofsky
- 16 **No Longer an Island**
Combining public services in Alaska
William Robertson
- 19 **The BLM Road System**
Providing access to the lands
Duane Tabb
- 21 **The Robinson Story**
- 22 **BLM Land Sales**
- 23 **News Highlights**

Cover photo by Jerry Sintz, Utah State Office



Wilderness and Minerals

In a time when America's dependence on imports for strategic and energy minerals is causing grave concern, the U.S. Department of the Interior and its vast public

land resources are being looked to as possessing a potential solution to the import problem. At the same time, there is heightened concern for our dwindling wilderness. In this

too, a hopeful Nation turns toward the public lands. Three Interior agencies, the Bureau of Land Management (BLM), the U.S. Geological Survey (USGS) and the Bureau of



(Above) The USGS determines if there are geologic environments favorable for the occurrence of mineral deposits. They do this by geologically mapping rock units and structures. Their crews make extensive use of helicopters.

(Below) All mining claims, past and present are researched by the scientists in the office and later checked at the actual sites. Geologists and mining engineers would do a site study of this abandoned copper mine to document past and present mineral production.

dent on public lands minerals such as sand and gravel, limestone, and materials needed to build roads and homes. So, you see, we need to learn as much as we can about the mineral potential of an area before recommending wilderness designation. If BLM decides a study area is preliminarily suitable for wilderness, we request mineral surveys by USGS and Bureau of Mines. Those two agencies prepare a joint mineral potential report prior to the Secretary of the Interior making his final wilderness recommendations to the President. The report is a result of actual field investigations. USGS tends to be more regional than site-specific. Its responsibility is to determine if the geologic environments are favorable for the occurrence of minerals deposits. The Bureau of Mines activities are more site-specific, and involve sampling and evaluation to learn the amount and quality of minerals which occur within a wilderness study area. All mining claims, past and present, valid and invalid, patented or unpatented are checked at the actual sites.

After the completion of their investigations, the agencies prepare a joint mineral potential report which goes to the Secretary of the Interior before he makes his final wilderness recommendations to the President.

Diligence and cooperation all along the line are essential. Land unsuitable for wilderness must quickly be made available for the multitude of other demands awaiting it. Areas with potentially important mineral resources must be identified. Last, but far from least, we must single out and preserve outstanding examples of pristine wilderness for future generations of Americans in a balanced, multiple-use management program for the public's lands.

Mines, have been charged with the tasks of fulfilling both needs.

BLM has made an initial inventory of its over 300 million acres to identify those areas having wilderness characteristics. Over 24 million acres were initially selected for more intensive multiple-use study. Some of the 24 million acres of wilderness study areas will be recommended to the Secretary of the Interior who, after review, will make formal recommendations to the President. The President, in turn, will make his recommendations to Congress for final decisions on which areas will be included in the National Wilderness Preservation System.

A major part of the review process is inventorying certain critical and strategic minerals vital to an industrialized Nation. Among these are chromium, manganese, and industrial diamonds, all in scarce supply in the U.S. We are also vitally interested in fuel sources such as oil, gas, coal, and developing fuels like geothermal steam, oil shale, and tar sands. Boron and certain rare earths are also important as exports.

Local economies are also depen-



UPDATE

The California Desert Plan

By Gerald Hillier

Two years ago, after nearly a decade of resource inventories, planning and public meetings, one of the most far-reaching land use regional plans ever prepared in the United States became a reality.

The plan was prepared by the Bureau of Land Management (BLM) under mandate from Congress. The mandate to establish the California Desert Conservation Area (CDCA) was contained in the Federal Land Policy and Management Act (FLPMA) of 1976.

The goal of the plan, then and now, is ambitious. It provides a 20-year framework for resource use decisions for 25 million acres.

That amounts to one-fourth of California's land surface, equivalent in size to the State of Ohio.

One of the most important features of the plan is its built-in flexibility to accommodate changing public needs. The amendment process provides for annual consideration of adjustments. Changes may be proposed by individuals, groups and any governmental jurisdiction or agency.

The forum for consideration of these proposed changes—and for full public participation in the process—is the 15-member CDCA Advisory Council, appointed by Interior Secretary James Watt.

Necessity for the plan grew in

part from increasing conflicts among user groups. Another major factor was resource destruction in areas of largely unregulated use. These negatives grew by leaps and bounds in the 1970's and had to be turned around. The choices were comprehensive planning or chaos.

The mandate to prepare a resource use plan for such a large, diverse area was a tall order. Especially so since much of the California Desert is very much unlike a desert. In fact, its Coachella and Imperial Valleys are among the most intensely farmed areas of the world.

CDCA extends from Death Val-



One of many types of California desert terrain, the Imperial Sand Dunes are open to off-road vehicle activities and provide a recreational playground.

California Desert Conservation Area



ley southward to the Mexican boarder. From east to west it reaches from the Colorado River to the Los Angeles Basin. About one-half of the area is Federal public land managed by BLM.

Some of the complexities of the area are seen in these features:

- There are some 100 communities in the desert with a total population of 500,000 people.
- There are extensive industrial mineral operations. Included is production of the majority of U.S. borates and most of the world's rare earth elements. There are 46 known mineral commodities. The potential in-place value of minerals is in excess of 600 billion.
- There are seven major military bases; 15,000 miles of paved and maintained roads; 11 power plants; 3,500 miles of transmission corridors; 12,000 miles of pipeline; more than 100 communication sites.
- There are 15 million visitor use days of recreation. The area is within easy driving time of 12 million people. Many thousands of them use portions of the desert for off-highway vehicle play.
- The area abounds in historical, scenic, archeological, biological, cultural, scientific, educational, recreation and economic resources. There are rare and endangered species of wildlife and plants and an estimated 100,000 prehistoric Native American sites.

The Congressional mandate specified that the plan would provide "management, use, develop-

ment and protection of the public lands" of CDCA and would do so within the bounds of multiple use, sustained yield of renewable resources and maintenance of environmental quality.

The pace of inventories and planning was accelerated after passage of FLPMA to meet the September 30, 1980, deadline set in the law for plan completion. During that time, numerous public meetings were conducted to present concepts and obtain public reaction. A total of 40,000 separate public responses were tallied.

Views ranged from total preservation and inclusion of virtually all remaining natural areas into the Wilderness System, to benign neglect and laissez-faire management in which use would be unfettered by regulation. Neither philosophy met the requirements of law. Gradually, in the cross-fire of conflicting opinions, a middle ground began to take shape.

The final plan, unveiled in late 1980 zoned the desert into four use classes, based upon resource capabilities and sensitivities. These are Class "C" or controlled use, Class "L" or limited use, Class "M" moderate use, and Class "I" intensive use. The order of presentation carries no priority or ranking in terms of value, but indicates only the intensity of permissible use

or activity in a given area.

The Class "C" acreage is preliminary recommended as suitable for inclusion in the National Wilderness System. Thus, one-sixth, or two million acres of the public lands were proposed for total exclusion of development-oriented uses. The remaining five-sixths would be opened for a myriad of uses and demands. These include mineral and geothermal steam development, solar and wind energy, continued use by livestock and opportunities for recreation, ranging from primitive, unconfined wilderness experiences to intensive off-road vehicle activities.

The plan further established 75 Areas of Critical Environmental Concern (ACEC) covering some 655,000 acres. These are special areas, often near water, with unique resource values. For each of these areas, a specific management prescription or plan is being prepared. These areas will receive special emphasis in management and use supervision. Their designation does not preclude use, but simply means that use must take place with a careful eye toward assuring that sensitive resources are not adversely impacted.

Twelve major resource elements were addressed in the plan, including: cultural resources, Native American concerns, wildlife, livestock



Indian petroglyphs are part of the cultural heritage of the California desert.

grazing, wild horses and burros and other resource uses that take place on the California Desert. The resource element discussions indicate the Bureau's intended management directions for such items as sensitive, rare, threatened and endangered wildlife and plant species, livestock grazing, gathering excess wild burros and protection of surface resources associated with mineral development.

The California Desert Conservation Area actually is only a first step. It is a statement of management goals and of public desires for management of unique resources associated with the Southern California Desert. Implementation includes developing specific management prescriptions for Areas of Critical Environmental Concern and Wilderness Study Reports. Special management plans are also being prepared for recreation, livestock grazing, and wild horse and burro management areas.

In the two years since adoption of the plan, many decisions have been made. BLM has been implementing, interpreting, and learning to manage the land within the constraints of the multiple-use classes. Errors and inconsistencies have been noted and changed. This essentially has been a "shake down" period in which the overall structure and concepts of the plan have been found to be sound and capable of providing the type of guidance envisioned in FLPMA.

During the past year, priority has been given to clearing the backlog of case work which accumulated during preparation of the plan. Many important realty and mineral cases were held in abeyance so that decisions would be consistent with the plan. This included oil, gas and geothermal leasing, pending realty actions dealing with utility and other rights-of-way and requests by local government for land under provisions of the Recreation and Public Purposes Act. The oil and gas and geothermal lease backlogs have been eliminated and substantial headway has been made in clearing the decks of pending requests for realty actions.

The plan provides a framework

for making decisions within a desert-wide context leading to equitable treatment across the entire California Desert Conservation Area.

Resolving Major Issues

The issues facing the California Desert are well documented and have received a great deal of public discussion. Not all issues were resolved to the satisfaction of the various interests. For example, those who favored more freedom of vehicle access feel that the plan is too restrictive and reduces recreation opportunities for motorized vehicle users. On the other hand those favoring more protection for sensitive resources through reduction and control of vehicles feel the plan is not restrictive enough.

● *Motorized Vehicle Access*—BLM is developing a middle course of action with emphasis on protection of the most sensitive wildlife and cultural values by designating routes. This process involves a comprehensive inventory of all routes on the desert and the designation of those which can be used by recreationists. The public has been involved in each step of this process.

● *Burro Management*—BLM's burro removal and adoption program is moving ahead rapidly. During the past two years, a total of 5,000 burros have been removed from the California Desert Conservation Area, where herd numbers exceed carrying capacity of the land in terms of forage and water.

● *Utility Corridors*—The plan identifies 16 utility corridors proposed by utility companies, including electrical transmission, water, and gas pipelines and communication sites. The plan is providing public and municipal utilities with approved corridors for joint use which will reduce time and costs involved in processing rights-of-way. The planning process has also established a close working relationship between the major utilities serving southern California and the District.

● *Wilderness Designation*—The issue here is basically, how much wilderness should be set aside, given the many other demands

and uses for desert resources? Much of the desert land meets the initial criteria for wilderness consideration, but, recommendations must also consider competing values. Proposed wilderness areas shown in the plan will be reviewed by the Bureau after completion of the mineral surveys now being conducted by the U.S. Geological Survey (USGS) and Bureau of Mines. The final decision on wilderness designation will be made by Congress.

The Plan has attempted to provide a balance between a range of wilderness opportunities which will have a minimum effect on mining, livestock grazing and vehicle oriented recreation.

● *Protection of Sensitive Resources*—These resources include: archaeological sites, wildlife and plant habitat, scenic areas, sensitive soils and geologic formations and areas of cultural significance to Native Americans. Special plans are being developed and initial protective measures have been undertaken. Not enough time has passed to determine the effectiveness of the plan in providing protection to these values.

● *Livestock Grazing*—The issue of livestock grazing vs. wildlife was addressed under the Livestock Grazing Element of the Plan. Provisions for reducing impact of livestock grazing on tortoises and bighorn sheep, the major affected wildlife, have been initiated. Their effectiveness, however, cannot be fully established at this time. Study of change in the wildlife populations and habitat conditions will require a number of years before a final determination can be made.

The most sensitive and threatened resource values have been identified and priority for their protection established. The plan has provided a sound desert-wide tool for deploying staff and funds to meet highest priority programs. The planning process also established close interaction with individuals, clubs, organizations, businesses, institutions, universities, media, and other agencies and units of the government. Never-

Continued on page 22

Fire Detection Comes of Age

By Arnold Hartigan



Control of wildfires on Federal land throughout the United States isn't quite what it once was. Like so many other jobs that, not too long ago, relied on people power, fire management has entered the electronic age.

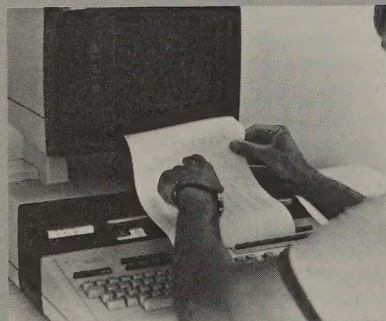
In BLM's Vale District fire dispatch office in Oregon, there is a staff of people and a roomful of equipment dedicated to pinpointing the likelihood of wildfires on Federal lands in that District. It's not a very large room. It contains a radio operator's console, two desks, and walls covered with maps and various fire status boards. Outside the window is the fire yard with pumper trucks sitting neatly in a row. Fire crews are performing miscellaneous checks on equipment building and the graphics terminal on one desk is informing anyone within earshot. At the same time the terminal is displaying a map of Oregon, with parts of Idaho, Nevada and California. Boundaries of the BLM Vale (Oregon) District are clearly displayed as well. Small crosses dot the screen. One of

them is blinking. Another beep and a new cross appears, blinking in Beep! Beep! Beep!

Attention turns toward one of the desks. Afternoon storm cells are place of the previous one. On the map, a pattern starts to appear across the southern part of the District. Each cross represents a ground lightning strike that occurred less than a second earlier.

The fire dispatcher sits in front of the terminal. He presses one button and the map changes to a status chart.

The chart tells him there have been fifty lightning strikes in the last fifteen minutes. He presses another couple of buttons; the map reappears and a copy is quickly and quietly produced by a high-speed printer. Another quick interrogation, and within seconds he holds an hour-by-hour weather report covering the last 24 hours, all from a Remote Automatic Weather Station (RAWS) within the storm's path. He also has an expanded map of the area of highest concentration of strikes. This map contains



Small crosses dot the map on the screen of the graphics terminal, indicating lightning strikes.

additional details such as roads, rivers, and local landmarks within a three-mile area.

Another printout appears. This one gives all the terrain data, including elevation, slope aspect, and type of vegetation for a nine-square-mile area. Finally, one last interaction, resulting in a new map. Along the bottom of this map, the probability of a fire is boldly printed. Conclusion: Three possible fires. In five more seconds, the printer gives him data on what a fire in the area would look like in an hour. Moisture is down, winds up, flat terrain and lots of vegetation for fuel. This is not a situation to ignore. The dispatcher opens the window, and hands out one of the maps. "Crews one and three, here's your area. Move it!"

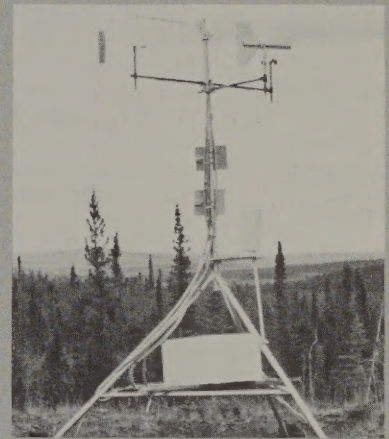
These crews will move to the scene of probable fire before it grows into a disaster resulting in huge losses of natural resources. This orderly and highly effective procedure is the product of BLM's Initial Attack Management System's (IAMS) first test project.

The IAMS is a project to integrate several on-going fire control pro-

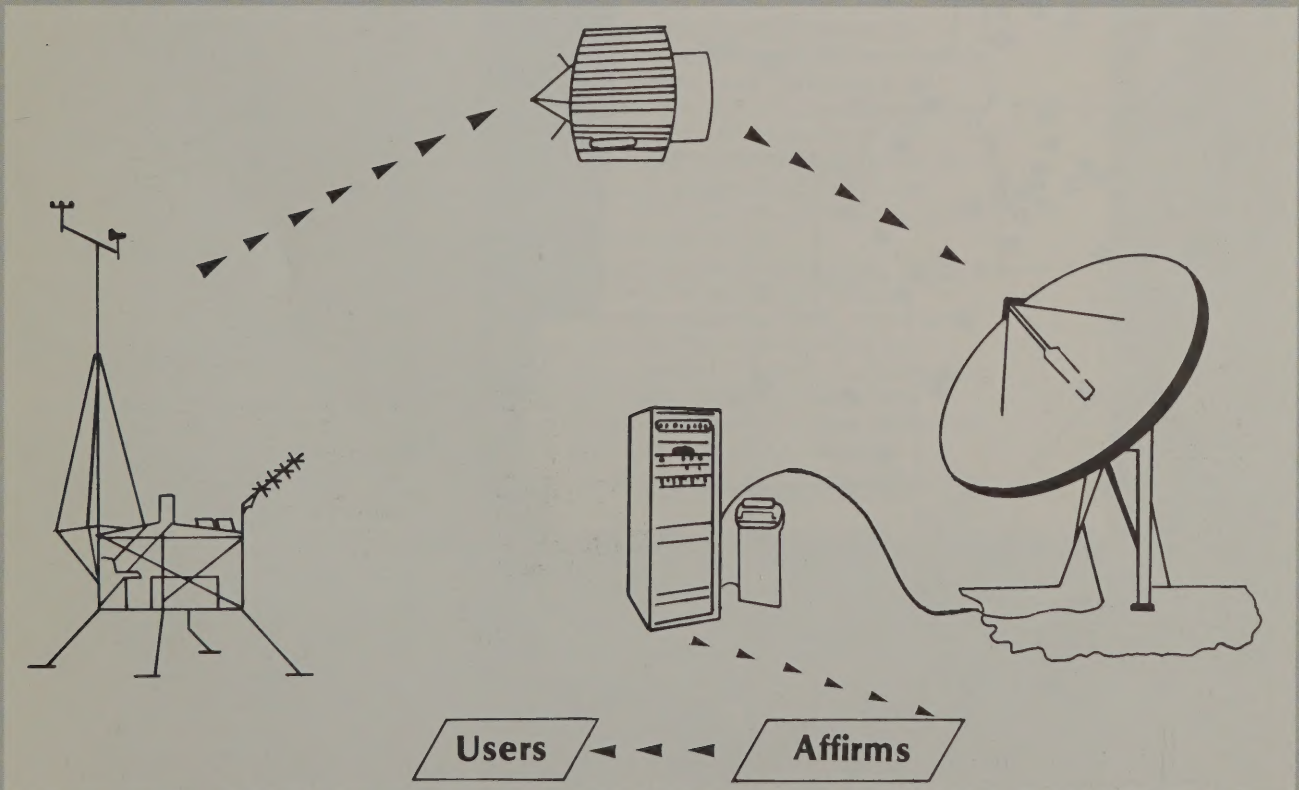
grams with several newly developed and developing programs. The aim of IAMS is to provide the local, District, or State fire manager with immediate, concise and accurate fire management data on which to base his decisions about fire suppression action in his area.

The first and oldest of the on-going fire assistance programs is the Automatic Lightning Detection System (ALDS). This system was first conceived by BLM in 1975. Since then, it has been continually improved into a network that detects, locates, and plots cloud-to-ground lightning strikes almost anywhere within the 11 western States.

The system covers 90-95% of the western public lands and is accurate to within one mile at the distance of 225 miles. This system consists of 29 direction finders placed throughout the West. Each direction finder receives the electrical signal produced by a lightning strike within a 225-mile radius of the station. It then feeds the strike data to the Boise Interagency Fire Center (BIFC) Division of Information System Management. Here, electronic analyzers



(Above) Closeup of a RAWS unit located at Cosmo, Alaska. (Below) The earth satellite receiving antenna process at Boise, Idaho.



look at the data from all the stations, process it, and return the location of the strike to the proper BLM office for display on the graphics terminal. All in real time! In this case, "real time" is defined as "without any noticeable time lag." In other words, less than one second from strike to display.

Lightning strike data alone are not sufficient to make informed decisions as to where to commit limited fire suppression resources. Thus, the need for the real time meteorological conditions within the storm area was also identified. The RAWs program was developed to meet this need.

The RAWs system is the second of the on-going projects that make up IAMS. RAWs stations are self-contained, solar-powered weather stations that collect and transmit meteorological data via satellite to a Direct Readout Ground Station (DRGS) at Boise, Idaho. The satellite is the National Oceanic and Atmo-

spheric Administration's environmental satellite. It is predominately a weather satellite used for tangible weather-type products.

When the last RAWs station is installed there will be a grid of 350 stations, plus many from other organizations, covering the western U.S. The data from these stations provides the fire manager with current weather and fuel moisture information, as well as supplying the necessary data to drive the fire models. This information, sent to the graphics terminal, is also transferred from the ground system to the Administrative Forest and Fire Information Retrieval and Management System (AFFIRMS) computer in Denver, Colorado. In this way, the data are available not only to the IAMS subscriber but also to anyone with access to the AFFIRMS system. AFFIRMS is a computerized system to store weather data and to perform National Fire Danger

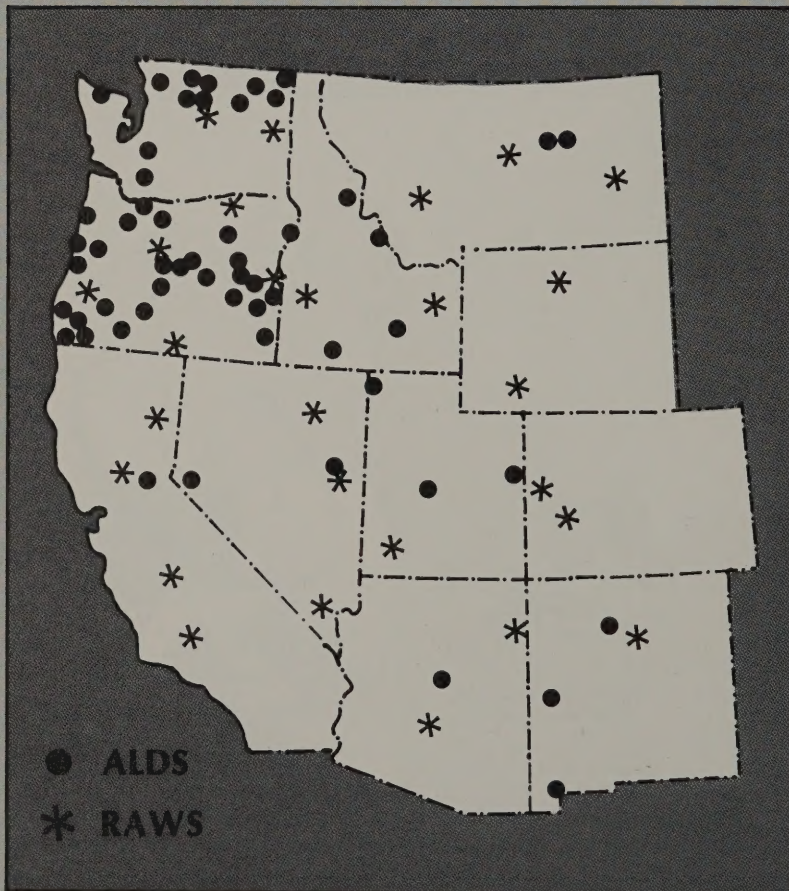
Rating System (NFDRS) calculations. The output of these calculations provides fire managers a set of worst-case indices for fire suppression activities. In no way is this system automatic or real time.

To complement and expand the ALDS and RAWs programs, several data bases have been added to round out the capabilities of the IAMS system. The terrain data base is the first of these. Using satellite derived imagery (LANDSAT in particular) as well as other sources, the elevation, slope, aspect, vegetation type and bulk density of the fuels in the area of concern for each manager will also be available. The data will be used in the essential calculations of the fire modeling functions of the system. Another data base will be a "pre-planned dispatch" text file. This will provide a predetermined fire suppression plan for each area within the district. This plan will be written by the local manager and be always at his fingertips, electronically, through the graphics terminal.

Fire probability and fire behavior models are also included in IAMS. Utilizing parts or all of the above projects and data bases, the chance of a particular storm cell starting a fire is computed. In addition, how the fire will behave, if ignited, will also be calculated. All interrogations and outputs will be performed through the graphics terminal. The data bases and all program functions will be housed within the host computer system at Boise.

The total IAMS system exists for one purpose: to provide fire managers factual, real time, fire-related information in a single concise package on which to base their fire suppression decisions. These decisions, when properly and accurately made, can save many scarce dollars and protect our natural resources.

Arnold Hartigan is a Public Affairs Specialist for the Boise Interagency Fire Center at Boise, Idaho.



Lawmen crack down on marijuana growers

Illegal marijuana cultivation is big business in the United States. While no one knows exactly how much is cultivated, estimates for 1980 range from 1.5 million to 2.5 million pounds, with the best marijuana commanding more than \$1,000 a pound on the wholesale market.

The greatest percentage of domestic marijuana cultivation takes place on private lands. However, because of their remoteness, there is an increasing tendency to illegally use public lands managed by the Bureau of Land Management (BLM) in the Western States.

Pesticides, herbicides and other chemicals used to protect the illicit crops on public lands endanger the environment and natural resources found on the lands. While these are important considerations, the most significant and devastating threat is to individuals and groups that rely on the public lands as being open and generally safe for hunting, fishing, family recreation, camping, mining and ranching. Public land users could now encounter marijuana fields protected by armed guards, booby traps and explosive devices.

An effort to control marijuana production on public lands has been launched by BLM. This joint eradication program involves other Federal agencies, as well as State, county and local law enforcement agencies. The accompanying article is about one such effort organized by BLM's California State Office in Sacramento. The target: illicit marijuana plantations in the King Range National Conservation Area which parallels the Pacific Coast 250 miles north of San Francisco.

Story continued on next page

By Tom Evans

At the California Highway Patrol Office in Garberville, deputies from the Humboldt County Sheriff's Substation and two Bureau of Land Management (BLM) Special Agents met. There also were two drivers with rental trucks parked down on Main Street. The rendezvous for a marijuana raid began.

The rest of the task force was assembling in Eureka and consisted of more deputies, headed by Captain James Sintic, and U.S. Customs Agents, who were supplying a seven-passenger helicopter and pilots. The fifth agency participating was the California Department of Justice's Narcotics Bureau.

While waiting for word to roll, one of the truck drivers came up to the Highway Patrol Building and said he had been approached by a local resident down the street.

"Going to get the hippies' grass today?," the resident had asked.

"No sir," the driver replied, "we're hauling furniture today."

"You go ahead and get the grass," the man said and walked on.

When the driver got out of the truck he noticed a plastic bag in the gutter and picked it up. The plastic envelope contained about two ounces of dried green marijuana. Street value of the amount is about \$150.

Finally the word came to go and the convoy moved north on Highway 101 to Redway, then west toward Shelter Cove in BLM's King Range, a National Conservation Area designated by Congress for enjoyment by all people. About an hour later, near Shelter Cove, the convoy turned north and traveled along an extremely dry, dusty dirt road toward the Gitchell Creek drainage. The final rendezvous point was only two miles from BLM's Horse Mountain Campground.

In total there would be 36 law enforcement officers participating—more than enough to discourage resistance by illegal growers. The plan was to get an early start but heavy fog had the helicopter grounded at Eureka. There was no choice but to wait for the fog to burn off.

The helicopter was essential because the ocean side of King Range is rugged country. The mountains rise to an elevation of 4,000 feet within a mile of the surf. Much of it is not easily accessible. That's one of the main reasons it's considered ideal for growing marijuana. Slopes with southern exposure and a source of water are the other key requirements.

During the wait, David Howard, Special Agent-In-Charge for BLM in California, noted that the Horse Mountain Campground is in an area classified for primitive recreation but there is little hiking in the area.

"You can't hike anywhere in there now without being afraid of running upon a marijuana plantation," he said.

There also have been reports in the press that growers set booby traps such as sharp steel spikes that can penetrate the soles of boots, explosives activated by trip wires, and fish hooks hung at eye level in the brush.

The loud speaker on top of the Sheriff's car crackled and announced that the helicopter was airborne. Soon afterward it landed in an area that once had been



used for loading logging trucks. It was time to move.

First to go was a group of deputies armed with semi-automatic rifles. The second and third groups were the BLM Special Agents and State Narcotics Officers. Because of extremely steep terrain, the helicopter had to hover about 10 feet off the ground in the area of the fields. The officers had to jump to the ground.

As each field was secured, the total group would help chop down the plants and tie them into bundles of four—the weight that a person could lift without difficulty. Later, the bundles were piled into a cargo net and hoisted by the helicopter for transport to the main landing site. There, the bundles were weighed and loaded into the rental trucks.

At the end of the two-day operation, three fields had been harvested, yielding more than 4,700 pounds, including stalks and stems. Estimated street value of the usable portions of the plants was \$600,000.

The field raided on the second day with a smaller force appeared to be an experimental patch, with many plants grafted with shorter, heavier varieties.

There were varieties from Pakistan, Brazil and Hawaii. A number of plants had been tagged by the grower for identification.

There was only one casualty. One of the BLM Special Agents tangled with a nest of yellow jackets and was stung 12 times. First aid was given quickly and he continued to help out.

The yield from the two-day raid was taken to a disposal area in Eureka by Sheriff's Deputies and burned.

Illicit marijuana harvested from Public Lands yielded more than 4,700 pounds. Estimated street value of the plants was \$600,000

Marijuana growers in the King Range National Conservation Area and on other public lands in California can expect more raids when the planting season begins next spring.

The Bureau of Land Management intends to give full support to cooperative efforts with other Federal, State and local agencies to eradicate illegal cultivation of marijuana on public lands.

There has been a growing public awareness of the problem of widespread growing of marijuana on public lands and the public expects a solution.

BLM will develop and maintain a law enforcement records system on marijuana cultivation, and conduct an awareness program to keep the public informed about eradication efforts, and provide financial and personnel assistance to law enforcement agencies to help eradicate marijuana on BLM-administered lands.

The illegal use has an adverse impact on legitimate land and resource users such as miners, ranchers and loggers, as well as recreationists.

Users of the public lands are cautioned to avoid areas where marijuana is suspected to be growing. If a person discovers a patch, he or she is requested to call the local police or nearest BLM or FBI office. Above all, do not confront marijuana growers. Leave investigation to law enforcement officers.

Tom Evans is a recently retired Public Affairs Specialist from BLM's California State Office in Sacramento.



Bundles of illicit marijuana were hoisted by helicopter and transported by truck to a disposal area where it was burned.

Protecting the Public Land Resources

By George Belofsky

The public lands have long been open to many forms of mining, drilling, logging, grazing and enough forms of recreation to defy imagination. With so many uses bringing thousands of people to the lands each year, the resources are sometimes taken for granted and, consequently, abused. Although destruction and improper use of public land resources has been and will always be a problem, these resources are protected by law.

The Bureau of Land Management's (BLM) initial law enforcement effort on the public lands began in 1974. The Wild Free Roaming Horse and Burro Act provided authority for the hiring of BLM's first special agent. Subsequent laws added additional authority in specified areas. The Public Rangelands Improvement Act of 1978 and the Archaeological Resources Protection Act gave BLM authority for special agents to protect those resources. The Federal Magistrate Act of 1979 gave BLM law enforcement rangers the authority to issue violation notices for misdemea-

nors carrying penalties relative to the nature of the violation. The penalty is set by the courts. But, it was the passage of the Federal Land Policy and Management Act of 1976 that gave BLM specific law enforcement authority covering all public lands under its administration.

BLM's law enforcement program covers Federal laws and regulations governing the management, use and protection of the public lands administered by BLM, to reduce loss or damage to public property and resources.

The Bureau relies on three separate sources for its total law enforcement program:

- 1) Contracts and cooperative agreements with State and local law enforcement agencies provide enforcement of State and local ordinances on the public lands.
- 2) Special agents, or criminal investigators probe major violations of Federal laws pertaining to the public lands. They are also responsible for program coordination and

A BLM Ranger puts himself in the middle of the problem. Indiscriminate dumping of refuse is a typical problem on the public lands.





Aluminum signs put up by BLM are often a favorite "target" for vandals.

liaison with State and local law enforcement officials.

- 3) Rangers with law enforcement authority are assigned only to the California Desert Conservation Area. Their main contribution to the law enforcement program is prevention of violation through patrol of the public lands.

BLM law enforcement specialists estimate that 85% of their work involves crimes against property, or wild horses. The value and diversity of public land resources can be seen in the list of cases which these agents have investigated in the last five years: timber theft, wild horse killing and theft, range arson, destruction of recreation sites, trespass on public lands, removal or defacement of antiquities, and public lands survey marker destruction. Special agents have been involved in major investigations involving:

- Thefts of Federal coal in Alabama;
- Fraudulent manipulation of the oil and gas lottery programs;
- Theft of native desert vegetation in the Southwest; and
- Abuse of the Wild Horses and Burros and the Adoption Program.

Violators have been convicted in all these areas, some in precedent setting cases.

The General Accounting Office, in its report titled "Illegal and Unauthorized Activities on Public Lands—A Problem with Serious Implications," dated March 10, 1982, identi-

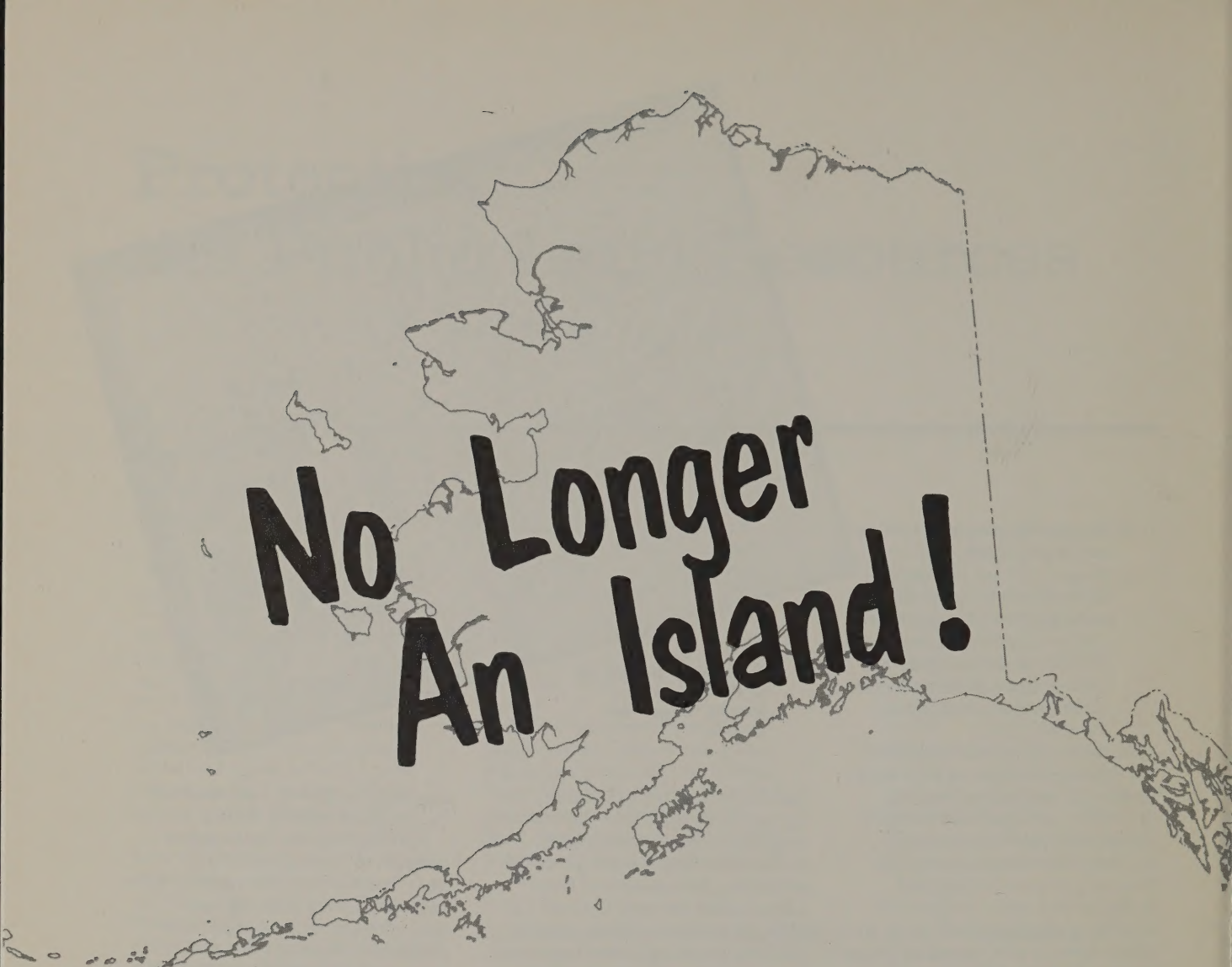
fied the growing of marijuana on the public lands as a serious and large scale problem. According to California Department of Justice estimates, the commercial marijuana market amounts to about 1.2 billion dollars in California. Many of these growing areas are on remote National Forest and BLM lands. BLM, working with other agencies, will aggressively pursue the eradication of marijuana from the public lands. It will probably become the number one law enforcement priority.

In 1982, BLM employed 17 rangers and 23 special agents, all trained in law enforcement. Many have degrees in some phase of public land management and all have completed an eight-week police school at the Federal Law Enforcement Training Center or its equivalent. The Bureau is a field-oriented organization, and managerial responsibility for the law enforcement program has been delegated to the State Directors. Thus, the program will continue to be implemented under strict management control. Only highly

qualified and trained personnel will be delegated arrest authority.

Although the law enforcement program is relatively small and BLM does not foresee a need for a large program, a public awareness of this program and effective protection of public lands and resources is essential for BLM to accomplish its goals. Programs such as cultural resources, rangeland management and wildlife management all depend on an effective law enforcement program to protect public land resources.

George Belofsky is a Special Agent in BLM's Resource Protection Division, Washington, D.C.



No Longer An Island!

By William Robertson

The term "Government" embraces State and local entities as well as Federal. So often do the services of all these entities overlap that frequently little distinction is made among them by the public. In some cases, the differences are so subtle they became confusing even to the employees of the agencies themselves. In Alaska, land of the last frontier, a new concept is being pioneered of combined public services.

Setting the stage for this effort, we go back to Alaska as a newborn State in 1960. The State had no land to call its own. Although entitled to nearly one-third of its 375 million acres through the Alaska Statehood Act, nearly all of Alaska was owned by the Federal government and managed by the Bureau of Land Management (BLM). It would be many years

before the land could be selected, surveyed and transferred.

In 1971, the Alaska Native Claims Settlement Act passed entitlement to 44 million acres of land to Alaska Natives. In the 20 years following Statehood, however, a total of less than 50 million acres or about 13% of Alaska's lands had passed out of BLM management. The business of land conveyance is complex and tedious.

Except for some areas scattered throughout the State which were managed by the U.S. Forest Service, the U.S. Fish and Wildlife Service and the National Park Service, BLM continued to manage the lion's share of Alaska until 1980 when Congress passed the Alaska National Interest Lands Conservation Act (ANILCA). This Act transferred more than one-third of Alaska from BLM management to those other Federal agencies to be managed

as forests, refuges and parks. The law also provided for some special management of conservation and recreation areas and of wild rivers. Thrown into this jumble of various properties and land managers is the private land obtained through settlement and mining activity.

Consider the confusing picture presented to the public and users of Alaska's lands. Prior to 1960, and the few years that followed, the public had a fairly easy time of finding answers to land-related problems. BLM was "the manager" as far as the public was concerned. BLM had the answers—it managed the recreation, handled mining claims, and settlement claims and made all the myriad decisions on land use. But as Alaska grew with newly formed statehood, land issues became more complex and State, National and local needs had to be served by withdrawals and transfers to other managers.

This change brought chaos to the land users. Management and ownership boundaries were drawn on maps, not the ground, so disputes arose and confusion existed. For instance, as rivers don't respect boundaries, a person taking a float trip down one of Alaska's pristine rivers runs headlong into a dilemma. Part of the river may be "wild" (natural and undeveloped) with its attendant rules—who manages it and what are the rules? If they wish information on river conditions—where do they go? Does that agency have all the information, or just a part? If the person camps out overnight, on whose land is it—private, Federal or State? Is camping allowed? These are common questions for a common situation, but the land status of Alaska demands an unending tour of the various land managing entities and requires that the public tie all the information together.

As ANILCA was being drafted in Congress, this problem was envisioned and addressed. One of the provisions of the law was for the establishment of a Land Use Council to be jointly chaired by the State of Alaska and by a Federal representative. Membership in the Council was to consist of the heads of various land managing agen-

cies in Alaska. This group was to address and resolve land and resource related questions and to provide a continuum of communication between agencies.

Another provision of ANILCA was for the planning of interagency visitor centers. These were to be established in Anchorage, Fairbanks and Tok—a small community near the Alaska-Yukon border—and in a community yet to be named in Alaska's panhandle area. These centers were to provide the visitors to Alaska and the Alaska public with a single source for the generalized information most people seek from government.

With the mandate of Congress, the Alaska Land Use Council immediately formed a work group of representatives of all the agencies involved with visitors and public services. The group was to plan the location, design and cost analysis of each center for approval by the Council and by the Congress. This work is now nearing completion.

While the planning was in progress for each center, a unique opportunity presented itself in Fairbanks, located in Alaska's heart-

land. The Fairbanks Convention and Visitor's Center, a non-profit organization that provides tourists and traveling Alaskans with recreation, lodging and travel information, mostly in the local area, expressed a desire to distribute brochures and information on adjacent Federal and State lands. From this, an idea evolved that has been fruitful beyond all expectation.

With the approval of the Alaska Land Use Council, a seasonal employee was hired as an interagency representative. Funded mutually by each participating agency, she works shoulder to shoulder with the Convention and Visitor Center people.

The new employee underwent an extensive training session by each of the participating agencies. The U.S. Forest Service, the U.S. Fish and Wildlife Service, the Bureau of Land Management, the National Park Service, the Alaska Division of Fish and Game and the Alaska Division of State Parks all continued the communication with the interagency representative throughout the summer. Each of these agencies provided a map of the State, a photo exhibit and special

Interagency Visitor Center representative, Jody Carter (left), provides information to a visitor in front of an Alaskan relief map.



phone line communications to each of the widely scattered agency offices. Presentations and handouts were developed to aid in information services.

The results were overwhelming. In 1982, over 50,000 visitors passed through the Fairbanks Visitor and Convention Center during the months of June, July, August and September, the tourist season for Alaska. This is more than the total population of Fairbanks and represents a 25% increase over the previous season. The public response to the new service was equally positive. People were, for the first time, able to receive a full array of information on land outside of the local area. Questions that could not be answered by the inter-agency representative were referred to the appropriate agency via the self-dialing phone system. In most cases, actual visits to the

agencies did not have to be made. Besides providing a much needed service to the public, the benefit of shared information was derived from the close daily association with non-agency people. Both the Convention Center people and the agency representative had a great deal of information about their special areas, but there was little cross-information at the onset of the summer program. As the season progressed, each learned from the other and grew more appreciative of special problems and the unique character of each area. It is this "shoulder-rubbing" experience, the willingness to provide public service and communication that is the essence of BLM's "Good Neighbor" policy. This is the lesson being learned and put into practice in Fairbanks. Service does not have to be costly or elaborate—it only requires effort

and a desire to serve.

In a mid-season review of the project, a Convention Center official said, "It's refreshing that government agencies are making this effort for the public good—and at so little cost to the taxpayer. They have for too long been isolated from the public they serve." Jody Carter, the interagency representative replied, "We are no longer an island—we want to be good neighbors and take that extra step to communicate and to help."

With the approval of Congress all the proposed interagency Visitor's Centers in Alaska will come to fruition and the Fairbanks effort can continue there and throughout Alaska.

Bill Robertson is a Public Information Specialist in BLM's Fairbanks, Alaska office.



The Fairbanks Convention and Visitor Information Center is a picturesque sod-roofed log cabin located in downtown Fairbanks.



The BLM Road System

By Duane Tabb

Many of the public lands managed by BLM are remote and inaccessible even to the heartiest hiker. The wildlife like it this way as do those seeking complete solitude. But what about the BLM resource managers whose jobs are to plan, appraise, revegetate, protect, sample, and inventory the

various resources and arrange for the harvesting or mining of these resources when compatible with other land uses?

Naturally, some sort of road system is required in order to administer the public lands. The road system must accommodate many activities such as vehicle access to allow resource managers to do their jobs. One of the side benefits of

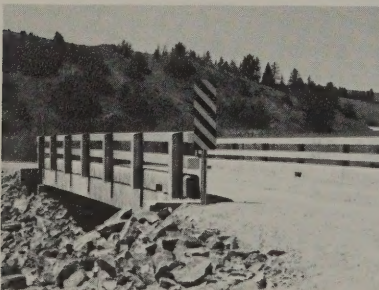
such a system is public access for recreational and other pursuits. One of the generally unknown facts about the BLM road system is that it is not a public road system in the legal sense, nor is it a part of any legal public road system and is not eligible for funding under the Federal Highway Act.

The standards for BLM's road system must be high enough to

safely accommodate the anticipated traffic over the next 10-20 years, keeping environmental degradation to a minimum and low enough to keep the cost of construction (both economic and environmental) down.

What does this mean to the user? First, a BLM road may legally be closed without notice, for any reason, at any time, for any length of time, and similarly may even be obliterated, or in some cases "put to bed" to be reopened and maintained several years hence for a specific purpose. In practice, however, it may be unwise or virtually impossible to close a particular road. A BLM road may be turned over to the county (a public road authority) for administration and maintenance if and when the road becomes necessary for general public transportation and when closure or lack of routine maintenance would seriously inconvenience the public users. Further, a BLM road no longer considered necessary for management purposes may be turned over to an individual or group under a right-of-way grant. This can be the case when a road, subject to obliteration, is necessary for private purposes. It is important to note here that the word "road" includes bridges, culverts, cattleguards, etc.

To talk, the idea that a BLM road is not a public road may be unpalatable, yet a little thought concerning what a public road system is and how it can be effectively administered may help clear the air. A public road system is not effectively administered by a local jurisdiction having a defined boundary, i.e., State, County, National Park, Indian Reservation, National Forest, city, etc. The public lands have no such boundaries. BLM administered public lands



It is important to note that the word "road" includes bridges, culverts, cattleguards, etc.

are simply blocks of land interspersed throughout the western States and Alaska. Administrative boundaries exist (Resource Area, District, and State) but many other bounded jurisdictions are included within these administrative boundaries. If BLM were to enter the public road arena, it would lead to constant jurisdictional disputes in terms of maintenance and liability. It could lead to a mass "dumping" of County roads and structures which were in need of extraordinary maintenance or reconstruction, particularly in areas where public use is low, leaving them to be maintained by BLM or obliterated. This would put BLM in the business of, for example, snow removal to insure the safe travel of school buses. Local people could find it unacceptable to have to deal with the Federal Government on issues of this nature instead of local elected County officials.

The standards for an administrative road system, too, are an interesting subject. The majority of BLM's system was inherited rather than constructed by BLM and it ranges from unimproved roads—two tracks across country (23,683 miles), to graded and drained single lane roads (27,275 miles), to gravel surfaced roads (11,822 miles), to various types of asphalt or oil stabilized surfaced roads, (1,233 miles), and finally to asphalt concrete mat surfaced roads (105 miles). Standards for Bureau constructed roads were considered only in recent years. As existing roads require upgrading to meet administrative needs or new roads are needed, Bureau standards come into play. These standards permit a great deal of latitude to enable local BLM managers to adapt them to their specific needs. BLM's standards must "reasonably" protect against erosion and other forms of environmental

degradation, including visual impact. At the same time, standards must remain low enough to minimize cost and high enough to permit cost effective maintenance operations. The lowest responsible standards are desired because traffic volumes are, for the most part, very low (1-5 vehicles per week). However, many times BLM inherits roads having standards far beyond its needs, the road having served its purpose under the terms of a right-of-way grant to an energy development or utility company before being abandoned. In these cases, BLM may have little choice but to maintain the road close to original standard to avoid serious erosion problems.

Standards in the form of stipulations also come into play when right-of-way grants are made. These stipulations require minimum standards for the same reason as for BLM constructed roads and, in addition, help to insure the road is compatible with the BLM constructed roads. They also help to insure that the road is compatible with the BLM road system and not in conflict with other appropriate land uses.

In short, the BLM road system is usually a very low-volume, minimum-standard, administrative road system open to public use as much as possible and maintained at a level consistent with BLM goals and objectives.

Duane Tabb is Chief, Division of Engineering for BLM in Washington, D.C.

The Robinson Story

As a rule, *Your Public Lands* does not inform its readers of death within the Bureau; however, we have recently experienced the passing of Jim Robinson, who, only a few years ago, was editor of this magazine. We not only have lost a key staff member, but a friend as well—Jim, this one is for you.

Born in 1925, in Toledo, Ohio, Jim was a veteran of the U.S. Army Air Force during World War II. He joined the service as a young lad, at an influential time of his life, encountering friendships and circumstances that began his celebration of life . . . and later motivated many to celebrate with him.

After receiving a BS degree in Journalism, and completing graduate courses in Marketing and Administration, Jim began his civilian career as a crime reporter on the Wisconsin State Journal. It was here that "Jim the Newsmen" cultivated his remarkable story sense, the rare ability of "showing" as opposed to just telling a story.

He joined BLM in 1970. As Editor of *Your Public Lands* (then entitled, *Our Public Lands*), Jim demonstrated himself a remarkable writer, and exemplified this often, as many of his stories were reprinted in other publications.

The 1973 embargo of oil from the Middle East created a worldwide energy crisis, and underscored the urgent need to develop safe, reliable domestic sources

of energy. For the Nation, that meant increasing the pace of exploration and development on the Outer Continental Shelf (OCS).

For Jim it meant responsibility for the public affairs efforts of the offshore leasing program. With memories of the Santa Barbara oil spill still strong in the public mind, public acceptance of the leasing program was at an all time low. So, Jim advised and informed the press as well as the general public on policies, guidelines, and plans for the Bureau's role in oil and gas leasing. He spent long hours patiently educating it on the subject.

One day at a time—one step at a time, the "Voice of OCS" (as Jim was nicknamed) became stronger. Almost single-handedly, he unveiled an entirely new terminology to the American public.

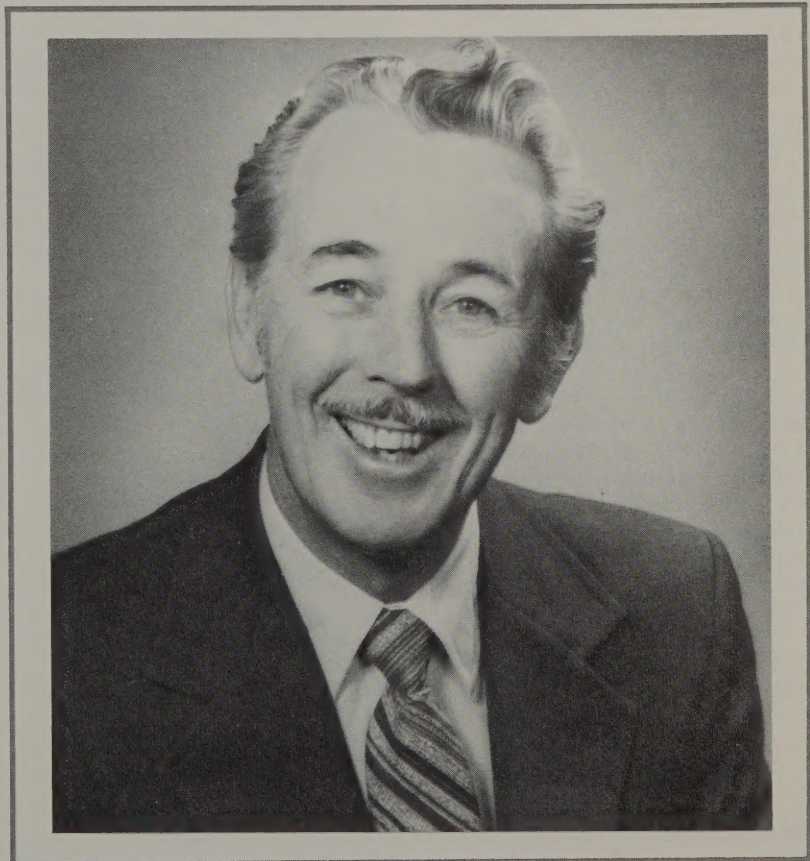
For these efforts and other accomplishments he was awarded the Meritorious Service Award by the Department of the Interior.

Jim's career was only one

facet of his life. Blessed with a beautiful voice, music was his passion since the days of childhood, and the serious music he found in the church is what he loved best. Having taught both entire choirs and individual students, he and his wife Vangie were the founders of the Robinson School of Music, allowing them both to share their talents with others—a partnership in song.

His talent didn't stop there, Jim was also a creative writer, enriching this art with the same enthusiasm applied to his other abilities. He was the prime mover in his writers' group to publish *Through the Saloon Doors*, an anthology that includes two of Jim's own stories.

Jim has made an impression not to be forgotten. He lived with the spirit of life itself, and in passing, he lingers with us. His drive, dedication and enthusiasm for whatever task ahead is ever-inspiring. For this, we're all grateful—for this we'll remember him most.



California Desert Update

Continued from page 7

theless, four years of countless meetings and workshops, of issuing volumes of written materials and exposure through the media took its toll. By the end of the plan preparation program, the public had become worn down and tired of planning. Since shifting to program implementation, the District has; through the new Multiple Use Advisory Council, begun seeking a renewal of public interest and involvement on key issues. There has been a shift in interest away from generic or desert-wide issues to a more concentrated and localized focus.

An Interagency Coordinating Committee comprised of other land management agencies has been formed to carry out a number of objectives established by the plan. It comprises other Federal and State land managers and representatives from the five counties located in the desert. A number of programs have been identified for joint action and an off-shoot group is establishing a desert-wide air visibility monitoring program.

The plan appears to have headed us in the right direction and the most modest expectations are being met. The most difficult plan objectives, those regarding protection of resources through the multiple-use classes, will require the test of time and considerable effort by the Bureau in the form of systematic observation and monitoring before their effectiveness can be determined. Clearly, the plan and efforts by BLM to involve the public have elevated the significance of the California Desert and given it recognition as a national resource important to all of us.

Gerald Hillier is District Manager for BLM's California Desert District.

BLM Land Sales

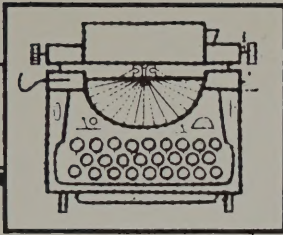
BLM is authorized to sell land under the Federal Land Policy and Management Act which requires that all land sales be made at fair market value.

There are two different sales programs: The Interior Department's asset management program which involves land disposals across the country, and BLM's regular sale program, which is more limited in scope.

Criteria is being developed to categorize land under the asset management program. The types of property being reviewed for sale are (1) land in or near population centers that can be used for community expansion; (2) isolated or scattered land tracts that are expensive and difficult for the federal government to manage; (3) land appropriate for agricultural use, and commercial or industrial development by non-federal entities; and (4) other types of land identified for disposal in existing or future land use plans.

More information on lands that could be sold under the asset management program should be available late this summer.

Notices of land sales under both programs will be published in the Federal Register and area newspapers. Or, you can contact your local or State BLM office.



News Highlights

Geothermal Developments

Utah's first geothermal operated electrical generator went into production in BLM's Cedar City District during November. The small 1,600 kilowatt test generator makes the Roosevelt Hot Springs one of only four producing geothermal fields in the United States. Several entities are involved in the project which uses geothermal energy from its federal leases. Utah Power and Light (UP&L) is constructing the generating facilities and will market the power that is produced. The steam is provided by Phillips Petroleum Company. The wellhead turbine generator was constructed by Biphase Energy Systems and Electric Power Research Institute is sponsoring the early testing of this special wellhead turbine concept.

UP&L is presently working on a 20,000 kilowatt generating plant at the Roosevelt Hot Springs site. It is scheduled to begin operation in the Spring of 1984.

New Coal Program Changes

"Interim final regulations" were issued January 12th to implement coal management program changes requested by Western Governors. Secretary Watt explained, "As a reflection of our desire to be a 'good neighbor' we are amending the regula-

tions to expand the involvement of the States and the Regional Coal Teams on which the Governors are represented."

Geothermal Rulings in the Works

Proposed regulations for leasing BLM geothermal lands would utilize "over-the-counter" filings drawings. Because of low public interests in geothermal leasing, the old rules, utilizing a "lottery" style drawing similar to the oil and gas lease filing system, have been deemed unnecessary. The rules would only apply to noncompetitive leases.

Changes in Wilderness Inventory Announced

Key changes to BLM's wilderness inventory were announced the last week of December in response to earlier rulings by the Interior Board of Land Appeals (IBLA) and a December 15 Solicitor's Opinion upholding the IBLA decisions. The changes correct legal errors made by BLM during the wilderness inventory. The following changes were announced through a December 30 Federal Register notice:

1. Areas less than 5,000 acres were dropped from wilderness consideration, but States were instructed to review them for other possible protective designations such as Areas of Critical Environmental Concern, Outstanding Natural Areas, possible wilderness review and

other classifications; and in the interim to assure that the lands continue to be protected.

2. State offices were instructed to review their Wilderness Study Areas affected because of the split estate issue and prepare the necessary changes for a later Departmental decision; and

3. All areas contiguous to other agencies' wilderness or wilderness candidate areas must be reviewed to determine if the BLM areas qualify for wilderness study on their own merits.

Mining Law Changes

BLM sought public comments early this year on how certain mining law regulations should be streamlined.

The rules are contained in parts 3700 and 3800 of the Code of Federal Regulations, and deal with acquisition of rights and development of mineral resources. Comments are solicited on all of Part 3700, and for all of Part 3800 except 3809 and 3833. Specifically, BLM is looking for suggestions on how these regulations could be improved, whether by eliminating unnecessary or burdensome provisions, by clarifying ambiguous provisions, or by including standards or procedures not now found in the regulations. Many oral and written comments have been accepted, and are being considered in developing any proposed rulemaking.



**BLM Library
Denver Federal Center
Bldg. 50, OC-521
P.O. Box 25047
Denver, CO 80225**

OFF-ROAD VEHICLE RECREATION



In the fast-paced, steel and concrete-covered world that many Americans live in today, wise use of leisure time is important. We have more time for recreation than ever before, and we want more out of it. For millions of Americans, that recreational experience is motorized, through the use of off-road vehicles, or ORVs for short.

ORVs such as dunebuggies, motorcycles, trucks and campers can make your recreational experience exciting and enjoyable, but without wise use they can also be dangerous, cause damage to the resources you're there to enjoy, and cause problems with other recreationists.

Some tips on safe and sound ORV use on the public lands are found in a new publication by the Bureau of Land Management called *Off-Road Vehicle Recreation*. The 28-page, full-color brochure includes information on recreational opportunities, land use planning, an ORV trip planning guide, ideas on safety, an ORV user's code of ethics and other valuable details.

Copies are available for \$3 each from the Superintendent of Documents. Please use order stock number 024-011-00115-8.

Enclosed find \$..... (check or money order payable to the Superintendent of Documents). (Please do not send cash or stamps.)
Please send me COPIES OF **Off-Road Vehicle Recreation**, at \$3.00 per copy.

Please charge this order to my Deposit Account

Deposit Account Number

--	--	--	--	--	--	--	--

For prompt accurate shipment, please fill in mailing label below.

Name _____

Street _____

City and State _____

Zip Code _____

FOR OFFICE USE ONLY	
Quantity	Charge
.....	Enclosed
.....	To be mailed
.....	Subscriptions
.....	Postage
.....	Foreign handling
.....	MMOB
.....	OPNR
.....	UPNS
.....	Discount
.....	Refund